

Comptroller's Directive No. 2-06
Attachment 13A
Impairment of Capital Assets

Purpose

- The purpose of **GASBS No. 42** is to provide reporting guidance for the following: impairment of capital assets, and all insurance recoveries (not just recoveries for impaired capital assets). **GASBS No. 42** states that an impairment exists when the decline in service utility is significant and unexpected.
 - For Governmental-type activities, “significant” is defined as at least \$1,000,000 for all capital asset impairments. This amount applies to the impairment only and not the carrying value of the asset.
 - Any agencies that may have a capital asset impairment should obtain and review **GASBS No. 42** for guidance. Additional guidance is also provided in the new CAPP Manual Section 30410 (due to be published on DOA’s website in June 2006).
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Due date

August 17, 2006

Applicable agencies

Agencies that account for capital assets in Fund 1500 on FAACS and CARS.

Exemptions: The following agencies provide financial statement template or supplemental information and do not need to submit this attachment.

- **Virginia Correctional Enterprises**
 - **Department of Mines, Minerals and Energy**
 - **Department of Environmental Quality**
 - **Department of Medical Assistance Services**
 - **Virginia Employment Commission**
 - **Department of Transportation**
 - **Department of Game and Inland Fisheries**
 - **Virginia Information Technologies Agency**
 - **Woodrow Wilson Rehabilitation Center**
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Questions?

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**Submission
requirements**

Contact DOA if the agency has any problems with the files.

After downloading the files, rename the spreadsheet file using the agency number followed by Att13. For example, agency 151 should rename its Attachment 13A.xls file as 151Att13A.xls.

Submit the excel spreadsheet electronically to finrept@doa.virginia.gov.

Copy APA via e-mail to APAFinRept@apa.virginia.gov.

Do not submit paper copies of the excel attachment.

**Attachment
revisions**

If attachment revisions are made subsequent to DOA acknowledgement of receipt and acceptance of the original attachment submission, **resubmit the revised attachment AND complete the [Revision Control Log Tab](#) in the attachment excel file.**

Enter the revision date, applicable excel file tab name, row number and column letter revised, and the previous and revised information. Document text changes and numerical changes. Only enter changes for amounts actually keyed. For example, if a non-keyed, calculated total changes as a result of the revision, this does not need to be documented on the Revision Control Log.

If the attachment is revised more than once, do not delete control log revision information from the previous revision. Enter the new revision date and the additional revisions in the rows following the initial revision rows. This log should document all revisions from the initial attachment submission.

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Overview of Requirements

GASBS No. 42 requires that agencies:

- **Recognize Impairment Loss: Capital assets permanently impaired during fiscal year 2006:** The capital asset must be written down by the impairment loss amount. Any insurance recoveries recognized during the year for the impaired capital asset must be netted with the impairment loss. These losses should be reported as program expense-loss on sale / disposal / impairment of capital assets, special item, or as an extraordinary item.

See guidance in paragraphs 41 through 46, 55, 56, 101, and 102 of **GASBS No. 34** and paragraphs 19 through 24 of Accounting Principles Board Opinion No 30, *Reporting the Results of Operations—Reporting the Effects of Disposal on a Segment of a Business*, and *Extraordinary, Unusual and Infrequently Occurring Events and Transactions*.

- **Restate Beginning Net Assets:** Capital assets permanently impaired in prior years and not written down: Beginning net assets should be restated for capital assets as of year-end that were permanently impaired in prior years and had not been written down by the impairment loss amount.
- **Insurance Recoveries:** For any insurance recoveries that are for prior year capital asset impairments and / or all other reasons (i.e. theft, embezzlement of cash, etc.), report these recoveries as program revenue-operating grants & contributions, program revenue – capital grants & contributions, or as an extraordinary item.

Footnote Disclosures:

- **Impairment Losses:** The footnotes must include a general description, the amount and the financial statement line item.
- **Idle Permanently and / or Temporarily Impaired Capital Assets:** The carrying amount of temporarily and / or permanently impaired capital assets that are idle as of year-end must be disclosed.
- **All Insurance Recoveries:** The footnotes must include the amount and financial statement line item for **all** insurance recoveries (not just for impaired capital assets).

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**Overview of
Requirements
(continued):**

Other Considerations:

- For any capital assets that do not meet the impairment test, the remaining useful life and salvage value may need to be reevaluated and changed on a prospective basis.
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Instructions:
TAB 1-Survey

Part 1 is completed to identify potential capital asset impairments as follows:

A) **Possible Impairment of Capital Assets:** As of June 30, 2006, did the agency have an event* or change in circumstances* that may indicate an impairment of a capital asset as described in **GASBS No. 42**? If yes, provide a description, month / year it took place, the possible impaired capital assets, and then go to B. If no, go to **Part 3**.

Note*: This must be a prominent event or circumstance that is conspicuous or known to the agency. It is expected to have been discussed by the management, or media. Common indicators of impairment include the following:

- Physical damage (i.e. fire, flood)
- Enactment or approval of laws / regulations or other changes in environmental factors
- Technological development or evidence of obsolescence
- Change in the manner or expected duration of a capital asset
- Construction stoppages (i.e. lack of funding)

B) **Impairment Test:** If yes to A, is the decline in service utility of the capital asset significant **and** unexpected? For Governmental-type activities, “significant” is defined as at least \$1,000,000 for all capital asset impairments. This amount applies to the impairment only and not the carrying value of the asset. If yes, go to C. If no, go to **Part 3**.

Note: If this test indicates an impairment has not occurred, the estimated useful life and salvage value may need to be reevaluated and changed. This should be accounted for on a prospective basis.

C) **Permanent Impairment:** If yes to A and B, is the impairment considered permanent? If yes, complete **TAB 2-Permanently Impaired**. If no, go to **Part 2**.

Note: Generally, an impairment should be considered permanent; however, in some cases it may be considered temporary. If it is considered temporary, the capital asset should not be written down. See **GASBS No. 42** for guidance. Additional guidance is also provided in the new CAPP Manual Section 30410 (due to be published on DOA’s website in June 2006).

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Instructions: TAB 1-Survey (continued)

**Part 2, Idle
Capital Assets –
Temporarily or
Permanently
Impaired**

Any permanently and / or temporarily impaired capital assets that are idle as of year-end must be disclosed. Does the agency have any temporarily impaired capital assets that are idle at year-end? If yes, complete **TAB 3-Temporarily Impaired**. Provide the carrying amount of any temporarily impaired capital assets that are idle as of year-end. If no, go to **Part 3**.

**Part 3, Other
Insurance
Recoveries**

Did the agency recognize any insurance recoveries that are not already reported in **TAB 2-Permanently Impaired**? If yes complete **TAB 4-Insurance Recoveries**.

Note: This includes current year insurance recoveries for capital assets impaired in prior years. It also includes all other insurance recoveries. (i.e. recoveries for embezzlement of cash, theft). Insurance recoveries should be reported as program revenue-operating grants & contributions, program revenue-capital grants & contributions, and / or extraordinary item.

**Specific
Instructions:
TAB 2-
Permanently
Impaired**

Columns labeled #s **6c, 6d, 6f** and **6g**: **GASBS No. 42** provides 3 methods to determine the amount of impairment loss to be recognized for a capital asset that will continue to be used as follows:

- **Restoration Cost Approach**--generally used to measure impairment losses from physical damage such as from fire, wind, and the like.
- **Service Units Approach**--generally used to measure impairment losses from environmental factors, technological changes, obsolescence, or the change in the manner or duration of use.
- **Deflated Depreciated Replacement Cost Approach**, which can also be used to measure impairment losses resulting from a change in the manner or duration of use.

Ultimately, the specific method to be used should be the one that best reflects the service utility decline. The method used to measure impairment losses should be applied consistently to impairments with similar characteristics.

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Specific Instructions: TAB 2-Permanently Impaired (continued)

Restoration Cost Approach

Under this approach, the write-down is based on the cost to restore the utility of the capital asset. The current restoration cost is then converted to a historical cost basis using an appropriate cost index or by applying a ratio of estimated restoration cost over estimated replacement cost to the carrying value of the capital asset. To determine the ratio of estimated restoration cost over estimated replacement cost follow these steps:

- Determine the restoration cost in current dollars. This amount should be based on the amount of the impairment caused by the change or event and should exclude costs related to demolition, cleanup, additions, and improvements.
- Determine the replacement cost in current dollars for the capital asset.
- Determine the carrying value of the impaired capital asset before adjustment (historical cost less accumulated depreciation).
- Determine the relationship between the restoration cost in current dollars and the replacement cost in current dollars for the capital asset. This should be expressed as a percentage (restoration cost/replacement cost).
- Determine the impairment loss by multiplying the carrying value of the asset by the restoration cost ratio computed in step 4.

Example of the Restoration Cost Approach

Assume that a building has a historical cost of \$1,000,000, with an estimated useful life of 25 years, and was 60% depreciated when it was discovered that walls were structurally deficient due to an earthquake. The estimated cost to restore the walls is \$200,000. The estimated current cost to replace the building is 1,500,000. The building is still going to be used. The computation of the write-down is as follows:

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(continued)

| Component of Restoration Cost Approach | Amount |
|--|-------------|
| Historical cost of building | \$1,000,000 |
| Minus accumulated depreciation of the asset | \$(600,000) |
| Carrying value of impaired asset | \$400,000 |
| Restoration cost (\$200,000)/replacement cost (\$1,500,000) | 13.33% |
| Impairment loss = carrying value (\$400,000) multiplied by restoration cost ratio (13.33%) | \$53,320 |

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Service Units Approach

The write-down under the service units approach is based on the proportion of the capital asset, as expressed in service units that has been lost due to an event or change that created an impairment. The total service units can be based on either the maximum estimated service units or total estimated service units throughout the life of the capital asset. Service units can be measured in years of service, number of units produced, number of citizens benefited, etc.

Example of Service Units Approach

Assume that equipment has a historical cost of \$500,000, and originally had an estimated useful life of 30 years. After 3 years of use, new regulations are enacted that will make the equipment obsolete in 3 more years. The amount of service units lost, expressed in years, is 24. The amount of the impairment loss is \$400,000 ($\$500,000 \times (24/30)$).

Deflated Depreciated Replacement Cost Approach

This approach is based on determining the current cost of an asset needed for the current level of service. Based on the assumed carrying value of the theoretical asset, that carrying value is deflated to the historical cost basis for when the original asset was acquired.

Example of Deflated Depreciated Replacement Cost Approach

Assume a building has an original cost of \$4,000,000 and was 40% depreciated. The building was to be used originally as an airplane hangar, but management has decided that it will now be used as a storage facility. The cost of a comparable storage facility is \$500,000 and the replacement cost of the airplane hangar is \$5,000,000.

| Component of Deflated Depreciated Replacement Cost Approach | Amount |
|--|---------------|
| Deflator (Original Cost/ Replacement) $\$4,000,000/\$5,000,000$ | .80 |
| Assumed carrying amount of a new storage facility ($\$500,000 \times 60\%$) | \$300,000 |
| Carrying amount of old building ($\$4,000,000 \times 60\%$) | \$2,400,000 |
| Deflated assumed carrying amount of a new warehouse ($\$300,000 \times .80$) | \$240,000 |
| Impairment loss ($\$2,400,000 - \$240,000$) | \$2,160,000 |

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